



**U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT  
BUREAU FOR HUMANITARIAN RESPONSE (BHR)  
OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA)**

***SUDAN – Complex Emergency***

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**Background**

The current phase of Sudan's civil war began in 1983 with fighting between the Government of Sudan (GOS) and the Sudan People's Liberation Army/Movement (SPLA/M). The conflict widened in 1991 when fighting erupted between SPLA factions in areas of the South. The 18-year civil war in Sudan persists on numerous fronts in both southern and northern areas of the country, while civilians throughout the South and the transitional zone (i.e., southern Kordofan and southern Blue Nile) continue to be adversely affected by GOS aerial bombings and forced displacements due to the fighting. Opposition groups are also fighting the GOS in eastern Sudan. Since 1999, oil drilling and exploration in western Upper Nile, as well as piping crude oil to the Red Sea for export, has increased displacement further.

The ongoing insecurity and population displacement have not only destroyed most of the indigenous trading and production systems, but continue to be major impediments to relief efforts. Operation Lifeline Sudan (OLS), established in 1989 in response to the conflict-related famine in the South, is a tripartite agreement of negotiated access among the GOS, the SPLM, and the United Nations (U.N.). Under this framework, a consortium of U.N. agencies and more than 40 international PVOs and indigenous NGOs provide emergency relief and rehabilitation assistance in Sudan.

An estimated two million people, nearly 8% of the country's population, have died from fighting, famine, and disease since 1983. Sudan has experienced three periods of famine over the last thirteen years, 1988-1989, 1992-1993, and 1998. USAID/OFDA has been active in Sudan since 1987, addressing emergency needs of the war and drought-affected populations, both within and outside the OLS framework.

**Numbers Affected**

The protracted conflict has exacted an extraordinary toll in terms of death, displacement, and human suffering, and the humanitarian needs in Sudan continue to be significant. According to the 2001 U.N. Consolidated Inter-Agency Appeal for Sudan, there are now more than four million internally displaced persons (IDPs) in Sudan, including two million in greater Khartoum and 1.2 million in the transitional zone and southern areas. Additionally, millions of people are living in vulnerable communities affected by conflict and erratic rainfall. In February 2001, the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) identified 420,000 people at immediate risk because of drought in central and western Sudan, and another 200,000 residents in the South.

According to the U.N. High Commissioner for Refugees (UNHCR), Sudanese refugees in the region include 183,300 in Uganda, 75,000 in Ethiopia, 70,000 in the Democratic Republic of the Congo, 54,000 in Kenya, 35,000 in the Central African Republic, and 23,000 refugees in Chad. Sudan also hosts refugees from other countries, including more than 160,000 registered Eritrean refugees waiting to repatriate as of April 2001.

**Current Situation**

*Insecurity in Upper Nile:* In October 2000, the World Food Program's (WFP) annual needs assessment indicated that the population in western Upper Nile, where crude oil exploration is concentrated, faces serious food insecurity. Additionally, civil strife in the oil rich areas, which is currently more intense than at any other time in the last decade, has forced the movement of 60,000 IDPs and their cattle to marginal areas, deserted border areas, and into northern Bahr El Ghazal. WFP's 2000 annual needs assessment indicated that agricultural activities in many affected areas have been abandoned, food stocks left behind or destroyed, and other local coping mechanisms, such as fishing, wild food collection, and trade severely affected.

*Renewed Fighting in Bahr El Ghazal:* In May 2000, fighting flared between GOS and SPLA forces in Bahr El Ghazal in violation of a cease-fire in effect since 1998. Since 1998, the GOS has dramatically intensified aerial bombing, as well as armed attempts to retake several strategic towns and villages in central and southern Bahr El Ghazal. Localized fighting between GOS and SPLA-supported military forces, as well as a recent influx of IDPs from the conflict over control of oil rich areas of Upper Nile, has threatened the stability in northern and eastern Bahr El Ghazal. Recent food economy analysis indicates the possibility of a food shortage from May to August in northern Bahr El Ghazal. In western Bahr El Ghazal, the overall situation has remained relatively stable in 2000 and 2001, and to a large extent, the population has been able to cultivate and live in relative security. Southern Bahr El Ghazal has been secure since 1999.

*Nuba Mountains:* The Nuba Mountain region has been underserved by relief agencies because, in part, the area is not accessible to OLS. Since May 2000, increased military activity has had severe negative effects on the food security as a whole. Garrison towns held by the GOS dominate the fertile lowlands of the Nuba Mountains and provide a base for militia raids against populations in the mountainous SPLA-controlled areas. The impact on the local population has been devastating: over the years many people have died and even more have been forced to migrate to northern urban centers in search of food and shelter. Primary health care, water, and long-term food security are humanitarian needs than continue in the SPLA-controlled areas.

*Ongoing Civil Strife in Southern Blue Nile:* Southern Blue Nile has been economically and politically devastated since Sudan's independence in 1956. An SPLA force entered Southern Blue Nile initially in 1988, later withdrew, then re-entered in 1997, and the SPLA has maintained control ever since. During these years of intervention, an estimated 500,000 people from Southern Blue Nile have been displaced to other areas of northern Sudan. The region continues to be an active zone of conflict, with periodic media reports of attacks by GOS troops on civilian targets. Humanitarian access to Southern Blue Nile has been denied by the GOS and the area is outside the mandate of OLS.

*Fighting in Eastern Sudan:* The National Democratic Alliance (NDA) started operating in eastern Sudan's Kassala State in 1995, significantly intensifying their military efforts in 1999. In November 2000, an armed conflict between the NDA and the GOS over the town of Kassala had a negative impact on the humanitarian situation in eastern Sudan. The fighting resulted in significant population displacements and a lack of essential services and food sources. Emergency relief response to the area has been extremely limited. The affected populations in areas controlled by the NDA continue to be in need of food, medicine, and potable water. NGOs report that the population in Kassala State relies solely on a rudimentary hospital for health care. A recent assessment by the International Rescue Committee (IRC) indicated that women make up between 55%-60% of the population and maternal and child health care needs are especially urgent.

*Drought in Kordofan, Darfur, and Red Sea State:* A December 2000 joint assessment conducted by the U.N.'s Food and Agriculture Organization (FAO) and World Food Program (WFP) concluded that 420,000 residents are at risk of famine in the northern regions of Darfur and Kordofan. In February 2001, the International Federation of the Red Cross (IFRC) conducted an additional assessment mission to northern and southern Darfur, focusing on the water, food security, and health sectors. The IFRC assessment identifies potable water as the critical need, forecasts that significant migration and displacement will occur if access to food and water is not augmented in northern Darfur before May, and indicates that drought conditions are spreading to the northeastern Red Sea State.

*Constraints to assistance:* Insecurity in Sudan frequently causes evacuations of relief organizations in many parts of Sudan. At any given time, several locations are closed by U.N. security and the GOS denies clearance for OLS relief flights. In February 2001, military factions aligned with the SPLA attacked and burned the town of Nyal, Upper Nile. The UNICEF compound in Nyal, which served as the U.N.'s logistics base for providing relief commodities to war-affected populations in Upper Nile, was looted and heavily damaged. On January 12, militia supported by the GOS attacked the village of Chelkou, targeting and destroying the International Committee of the Red Cross operations base. These attacks have jeopardized the welfare of thousands of beneficiaries, who rely on emergency food and non-food relief items for their continued survival.

The GOS continues to use aerial bombing of civilian and humanitarian targets as a military tactic. The U.S. Committee for Refugees reported that there were more than 132 confirmed aerial bombings of civilian and humanitarian targets by the GOS in 2000, impacting populations in Bahr el Ghazal, Eastern Equatoria, Southern Blue Nile, and Upper Nile. The aerial bombing of civilian targets in southern Sudan has more than doubled since 1999, when there were 65 confirmed aerial bombings. Even though the rate of bombings has declined since January 2001, this tactic is still a constraint to the delivery of humanitarian assistance.

## **USG Assistance**

*USAID/OFDA:* USAID/OFDA's funding focuses primarily on health care and food security--incorporating capacity-building and self-reliance--as well as a geographic focus on areas of critical need. USAID/OFDA programs target children, vulnerable groups, war-affected, and IDPs. USAID/OFDA is implementing programs in Bahr El Ghazal, Upper Nile, Eastern Equatoria, Western Equatoria, and Jonglei, as well as programs in Greater Khartoum, southern Kordofan, the Nuba Mountains, Kassala State, and southern Blue Nile. USAID/OFDA's FY 2000 funding level for Sudan was \$22 million, and of that total, \$16.2 million was provided for southern Sudan sector programs.

In FY 2001, USAID/OFDA expects to maintain funding at similar FY 2000 levels, while expanding programs in areas which have been historically underserved by the international relief effort (e.g., Nuba Mountains, Upper Nile,

Southern Blue Nile). In FY 2001 to date, USAID/OFDA has obligated more than \$5.4 million to the American Refugee Committee (ARC), CARE, Concern, GOAL, International Rescue Committee (IRC), Save the Children/UK, and SCF/United States, for the implementation of programs in key sectors relevant to the current humanitarian situation in Sudan.

In FY 2000, USAID/OFDA provided more than \$8 million to support programs that focused on food security and anticipates that its FY 2001 funding for food security programs will be at similar levels. In FY 2001, USAID/OFDA is supporting agricultural production, livestock, and fishing, with a shift away from areas of relative food security and into areas that, historically, have been underserved. Health and nutrition programs remain an important part of USAID/OFDA's Sudan portfolio with FY 2001 funding for health and nutrition, including water and sanitation, projects expected to be similar to FY 2000 levels. In FY 2000, USAID/OFDA provided more than \$10 million to support programs that focused on health and nutrition in areas of critical need. In FY 2001, USAID/OFDA is continuing its assistance in primary health care, including water and sanitation, with an increased focus on providing emergency assistance to under-served areas and strengthening local participation. In addition to its focus on food security and health and nutrition, USAID/OFDA continues to support UNICEF for general OLS support and IDP repatriation from Eastern Equatoria and Bor County.

*USAID/FFP:* In FY 2000, USAID's Office of Food for Peace (USAID/FFP) provided 35,090 metric tons (MT) of P.L. 480 Title II emergency food assistance, valued at more than \$33.9 million. In FY 2001, USAID/FFP has provided 26,870 MT of Title II emergency food assistance, valued at \$25.4 million. These food commodities have supported nutrition, health and food security programs for the war-affected through general distributions, targeted supplementary feeding, food-for-work, and food-for-training activities. USAID/FFP used 2,400 MT of the FY 2000 commodities to assist Eritrean refugees in camps in northeastern Sudan. USAID/FFP activities are being conducted in Eastern Equatoria, Upper Nile, Lakes, Jonglei, Bahr el Ghazal, Eastern and Khartoum States.

*USDA:* In FY 2000, the United States Department of Agriculture (USDA) provided 39,800 MT of Section 416(b) commodities valued at \$36.5 million. In FY 2001, USDA has committed 15,000 MT of Section 416(b) food commodities, valued at approximately \$14.4 million. All of the commodities are provided to World Food Program (WFP) for war-affected populations in both government and rebel-held areas, as well as IDPs in the North. They are distributed through general distributions, targeted supplementary feeding, and food-for-work, and food-for-training activities.

*USAID/Development Assistance:* USAID's Development Assistance funds the Sudan Transition Assistance for Rehabilitation (STAR) program. The STAR program increases participatory democracy and good governance practices in opposition-held areas of Sudan while reducing heavy reliance on emergency relief. STAR was expanded (from \$2 million in FY 1999 to \$4.25 million in FY 2000) both geographically (e.g., into secure areas of eastern Sudan) and functionally (e.g., from the provision of small grants to stimulate local economic activity and the provision of training for local civil authorities to include the provision and rehabilitation of local social services, such as health, education and the rule of law). In FY 2001, \$4 million in Development Assistance will be provided to support the STAR program.

*State/PRM:* In FY 2000, State/PRM provided \$95.6 million in assistance for refugees and conflict-affected victims in Africa, unearmarked by country. Of this total, \$50 million was provided to UNHCR towards its global appeal for Africa, ICRC received \$42.4 million for its emergency appeal in Africa, and \$3.2 million was provided to WFP to defray the costs associated with distributing USAID and USDA food commodities to Sudanese refugees living in neighboring countries such as Uganda, Kenya, and Ethiopia. State/PRM also provided \$3,731,684 that primarily benefited Sudanese refugees in Kenya and Uganda.

#### **Summary of USG FY 2001 Funding (to date)**

USAID/BHR/OFDA.....	\$5,483,608
USAID/BHR/FFP .....	\$25,448,700
USAID/Development Assistance.....	\$4,000,000
USDA .....	\$14,435,000
<b>Total USG Assistance in FY 2001.....</b>	<b>\$49,367,308</b>

*USAID/OFDA bulletins can be obtained from the USAID web site at [http://www.usaid.gov/hum\\_response/ofda/situation.html](http://www.usaid.gov/hum_response/ofda/situation.html)*